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Labor and Labor Organizations

Out of Work. A Study of Unemployment. By FRANCES A. KEL-
LOR. Second edition, enlarged. (New York: G. P. Putnam's
Sons. 1915. Pp. xiii, 569. \$1.50.)

As a popular presentation of the unemployment problem the first edition of this book, published in 1904, performed a valuable service in that it reached a class of readers generally not within the pale of scientific treatises. It presented sympathetically and convincingly the hardships and injustices inflicted upon the unemployed by the American way of marketing labor. The second edition, formulating the effective data gathered through personal investigations of the author and her co-workers into a scientific presentation of the economic problem of unemployment, offers little new to students of the question in the way of helpful constructive criticism. Falling short of the standards set by Beveridge and the Webbs in their clear scientific analyses of the subject and comprehensive generalizations, the book loses much of its value in departing from its earlier popular form.

It lends itself to three general divisions: (1) description of industry from the standpoint of the exploited unskilled worker—women, children, and immigrants; (2) American methods used in distributing labor through public and private labor agencies; and (3) remedial measures in operation with suggested programs of reform.

Women as a class of industrial workers are more subject to unemployment than men in that much of their work is seasonal and can not be easily supplemented in periods of industrial depression with work in new, if not related, lines. The unemployment of men increases the number of women wage-workers, for many of them enter industry for the first time in their attempt to eke out a scanty family income. Children, too, take the places of adult workers and aggravate the unemployment problem, while the nature of their industrial occupations does not train them for future efficient workmanship.

The author challenges the conclusions reached by many students of immigrant labor problems, *viz.*, that immigrants displace Americans in certain industries; that they are often "birds of passage"; and that they lower the standards of living of American workmen. Her spirited defense of the immigrant's position in American industry precludes an unbiased presentation of the problems.

That unregulated private employment offices are a social menace is confirmed by a mass of effective illustrative material gathered principally in New York City. A general description of philanthropic agencies is given, and also an enumeration and critical analysis of city ordinances and state laws dealing with the problem.

In conclusion, two short-time programs, one national and one municipal, and a long-time program, are offered. The short-time national program is, briefly, "the establishment of a system of Federal employment bureaus"; regulation and extension of government work in slack seasons or periods of industrial depression; and provision made for sending settlers to the land. Finally, "there should go out from the President's office an urgent message to stimulate local governments of both cities and states to shoulder their burden uniformly." The short-time program for cities includes an extension of public works; the ascertaining of "the resources of industries, whether they are carrying as full a force as possible, whether they are giving the maximum of relief to their own dismissed employees, and whether their plants could be adapted to other work, the products of which may be in demand"; the establishment of sewing rooms and "temporary workshops for war supplies"; an odd job campaign; and direct relief giving when necessary.

The long-time or preventive program has five interlocking divisions: the obtaining of accurate information, the organization of the labor market, industrial organization looking toward the reduction of seasonal and casual labor, the direction of workers into industry, and some form of insurance which will relieve the unemployed.

Comprehensive programs, accepted by modern European countries as working policies, are not generally accepted as political expedients in the United States. Hence the work of the propagandist is still in its initial stage. Herein lies the main value of the book.

Theresa S. McMAHON.

Report of the Bureau of Labor on the Conditions of Wage-Earning Women and Girls. State of Connecticut. CHARLOTTE MOLYNEAUX HOLLOWAY, Industrial Investigator. (Hartford: Published by the State. 1914. Pp. 139.)

In 1913 the general assembly of Connecticut authorized an investigation of the conditions of women and girls employed in the